

Disaster Management as Public Service

Mochamad Chazienul Ulum

Faculty of Administrative Science, University of Brawijaya, Malang, Indonesia

Email: ulum.moch@yahoo.co.id

Abstract— Public service is still a challenge in Indonesia. Disaster management usually seen as an additional burden without allocation of needed resources. Some local governments often not prioritized because of other issues judged more important than putting a serious effort in disaster management. It is considered unlikely to occur in the near future. Lack of political will to engage in it is an additional barrier. Limited capacity of local governments has made them difficult to play a role in disaster management. The purpose of this paper is to describe how far the disaster management (policy) as a part of the public service agenda. The research method that used is the study of literatures and the Focus Group Discussion (FGD). The research site covers 4 (four) regencies in East Java Province, Indonesia.

Keywords—public service; disaster management; local governments; capacity development

I. INTRODUCTION

Bureaucracy requires to improve its performance by striving for achieving the excellent public service; it should be in tune with demands of the public desired. Excellent service is the service quality, the best service, exceed or surpass services provided other than in the past. It contains three aspects; there are professional ability, steadfast willingness, and sincere attitude to assist resolve the complaint. Professional abilities reflected in a brilliant thought, proper planning, and work quality. Professional services means more responsive to face customer complaints problem, completed the job immediately (quick service), serve and satisfy the needs of the community, as well as the private sector to serve customers as in [6].

Public services in the context of disaster management through programs and activities will contribute to improvement the quality of life and the environment as a whole. It has been stated that disaster management is an integral part of the development process. It is intended to sustainability of community life in disaster-prone areas.

During last ten years there has been a quantitative and qualitative increase in natural disasters in Indonesia. The emergence of such disasters is very serious impact on ecosystems in different regions and particularly threatening the human life. However, the frequent occurrence does not necessarily guarantee the emergence of awareness that disasters can be prevented or avoided. One of them caused by disaster management models is still sporadic with a weak degree of coordination, slow response, and not able to put the community as the actor. Consequently, every effort gives less positive impacts on the risk reduction as in [7].

Excellent public service is still challenge in Indonesia. Disaster management usually seen as an additional burden

without allocation of needed resources. Some local governments often not prioritized because of other issues, such as poverty alleviation and overall development, judged more important than putting a serious effort in disaster management. It is considered unlikely to occur in the near future. Lack of political will to engage in it is an additional barrier. Limited capacity of local governments has made them difficult to play a role in disaster management. Bringing together a variety of actors and building effective multi-stakeholder is also a major challenge in disaster management in the context of public service. Therefore, the aim of this paper is for describing to what extent the disaster management (policy) as a part of the public service agenda.

II. RESULTS

A. Brief Information of 4 (Four) Regencies in East Java Province, Indonesia

Bojonegoro is a regency in East Java Province that is flowed Bengawan Solo River. It caused high opportunity of this region for flooding annually, mainly in several regions of northern Bojonegoro. With the deforestation in South Bojonegoro highlands, it also has a threat of flash flood.

Furthermore, Lamongan is one of regencies that has index of flood-prone at high level in East Java. Other threats of disaster at moderate level are earthquake, erosion, and tsunami. Annual flood in this region occurred from Bengawan Solo River, the same case as Bojonegoro.

Mojokerto Regency is also the region that has high index for flooding. This threat/hazard is located in southern area that is flowed Brantas River, the large river in East Java.

Then, in Pasuruan Regency, the type of disaster that often occurred such as flash flood, landslide, and forest fire. Some regions in Northern Pasuruan often have abrasion and flood from the sea water. On the other hand, in the mountain area is occurred flash flood because of illegal logging.

B. Disaster Management Issues in 4 (Four) Regencies

Issues in four regencies in the context of disaster management as following:

- There is close relationship between disasters and socio-economy in East Java Province (particularly the impact on food commodities) to be an important reason for necessity of the whole system of disaster management;
- Perception on disaster management is not comprehensive yet and still in emergency response perspective. Despite sporadic initiatives already existed, but disaster management system is not fully integrated;
- Budget allocation for disaster management is not sufficient;

- The absence of local regulations for implementation of disaster risk reduction, including involvement of multi-stakeholder in disaster management;
- Lack of adequate management and development system of human resources to build a complete system of disaster management;
- There are people's habits those increase vulnerability. It needs activities that support structural and cultural approach;
- Intergovernmental coordination in disaster management was difficult and faced problems, mainly in emergency phase. It requires better coordination;
- Weaknesses in inter-sectoral coordination, particularly with private sectors and universities.

III. DISCUSSION

A. Public Service Performance and Innovation in the Public Sector

Evaluation of performance useful for assessing quantity, quality, efficiency of care, monitoring bureaucrats, motivating government to give more attention to the needs of community served and guide improvements in public services. In assessing the performance of service, a variety of indicators can be used. Public services performance is measured at least 3 (three) indicators, such as Accountability, Responsiveness, and Orientation to Services as in [1].

Furthermore, innovation is process of finding or implementing something new into a new situation. The concept is different novelty for most people because it is relative: what is considered new by an individual or in a context may be a long time for something else or in a different context as in [2].

Reference [8] states that innovation in public sector is the only way or even a breakthrough to overcome congestion and deadlock organizations. Characteristics of system in public sector are static and rigid to be able to "melted" through introduction of a culture of innovation. This innovation culture should be maintained and developed better. It is not independent of external dynamics and change demands that occurred outside of a public organization. In addition, changes in the community with better literacy level result in the emergence of consciousness (awareness) of their rights. Thus, public sector can be an organization that can accommodate and respond quickly to any changes that occur.

Local governments are required to carry out reforms in various sectors as a step to address demands of an increasingly complex society. Innovation is not only important to improve service qualitatively but also to enhance capabilities of the government as in [3]. Research on innovation in public sector find out that innovation has created awareness of the need for public sector to innovate and also the need to incorporate results into practice of governance.

Innovation is promising changes that can give a new color in public sector. However, it is not easy to implement innovation in this sector. There are several obstacles in implementing innovation. One of obstacles is dependence on a specific figure that has high performance, so tendency of most

employees in public sector is only a follower. When the figure is lost, then there usually happens is stagnation. In addition, the budget constraint for the period is too short and administrative barriers that make innovation system to be inflexible.

Public administration operates in a political environment. Public sector innovation is also not free from political will to provide the best public service for the community. Therefore, sustainability if innovation system in public sector can not be separated from the goodwill and the commitment of top leaders of public sector organizations.

B. Brief Information of 4 (Four) Regencies in East Java Province, Indonesia

Reference [5] states that one of ideas in bureaucracy innovation is introduction of Citizen's / Client's Charter (CC) or an agreement between the community (as service user) and the government (or executing unit of government). The deal was made in conjunction with determination of the standard of care, value of the service system, compensation of each party, and rights and obligations agreed.

The CC is a contract between the government and citizens about public service procedures and standards to be applied. The contract is binding service units and citizens "to do or not do something" in public service. The CC also determined time, costs, service standards, and service procedures.

Urgency of the CC is to provide clarity and agreement to exercise rights, duties, and powers. In the CC there are penalties for those who violate standards, as well as a reward system that more easily implemented. There must be availability of funds, equipment, and system that can support this innovation. Thus, core of the CC is a bureaucracy innovation.

It is commonly believed that the CC will change attitudes and encourage human resource capacity in scheme of government because the CC was required technical capabilities and more sophisticated systems to meet the needs of community in order to obtain the best service. The CC lightened the burden of leadership, and it can freely communicate with the needs of community resulting in the integration between governments and peoples as in [5].

The CC aspires to meet anticipated needs and citizens with an efficient way to eliminate errors through participation between government and society. Its main purpose is to provide quality services to the citizens easily. By the CC, the quality of public services can be enhanced.

Existence of the CC does not create a new law, but it helps in enforcing existing rights. This charter is a document which a systematic effort to focus on government's commitment to citizens /clients. At least the CC for disaster management as in [4] can consist of following components:

- Mission and vision statements;
- Detail of (services) activities that conducted by related governmental agency/organization such as Dissemination of basic knowledge and information that documents potential hazards and mitigation, Providing resilience on time and targeted to people who affected by disaster, Rehabilitation of people who affected by

disaster, Law enforcement to encourage mitigation, Professionalism and standardization of emergency management, and Capacity building;

- Clients Detail (Government, Community, Educational institution, Non-governmental organization);
- Complaint and compensation mechanism;
- Expectations of citizens/clients (to disaster management services).

IV. CONCLUSION

Based on results and discussion aforementioned above, it can be concluded that the government has tried to make efforts in terms of disaster management. Some regions in East Java Province as disaster-prone areas, disaster management become a necessity and part of the public service. However, public services to cope with disaster are still facing problems. At least, disaster has not been fully understood in a comprehensive manner by the local government.

Strategy for effective disaster management requires not only participation of individuals in vulnerable communities, but also involvement of government agencies, NGOs, and private sector. Development of disaster management system can be started from policy formulation at the government level for preparedness of the community. Close relationship with the community at every stage is a key factor of success. It needs to be combined with strong leadership and political commitment from both the central and the local government.

Innovation through the citizen's / Client's Charter (or any similar charter) is to encourage effective and efficient administration with the best results. The CC can make bureaucracy towards responsible government. Instead, people will feel satisfied. Transparent government can also be built by the CC because of open information. However, bureaucracy innovation, including on disaster management, is usually difficult to do if there is no a progressive leader.

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